



Government of Jammu and Kashmir
Housing & Urban Development Department
Civil Secretariat – Jammu/ Srinagar

-:O:-

Subject:- Jammu and Kashmir Land Pooling Policy, 2026

Government Order No. 172-JK(HUD) of 2026

Dated: 17 .08.2026

The Government of Jammu and Kashmir hereby notifies the Jammu and Kashmir Land Pooling Policy, 2026 forming **Annexure** to this Government Order.

By Order of Government of Jammu and Kashmir.

Sd/-

(Mandeep Kaur) IAS

Commissioner/ Secretary to the Government

No. HUD-GB/12/2024 (7524944)

Dated 17 .08.2026

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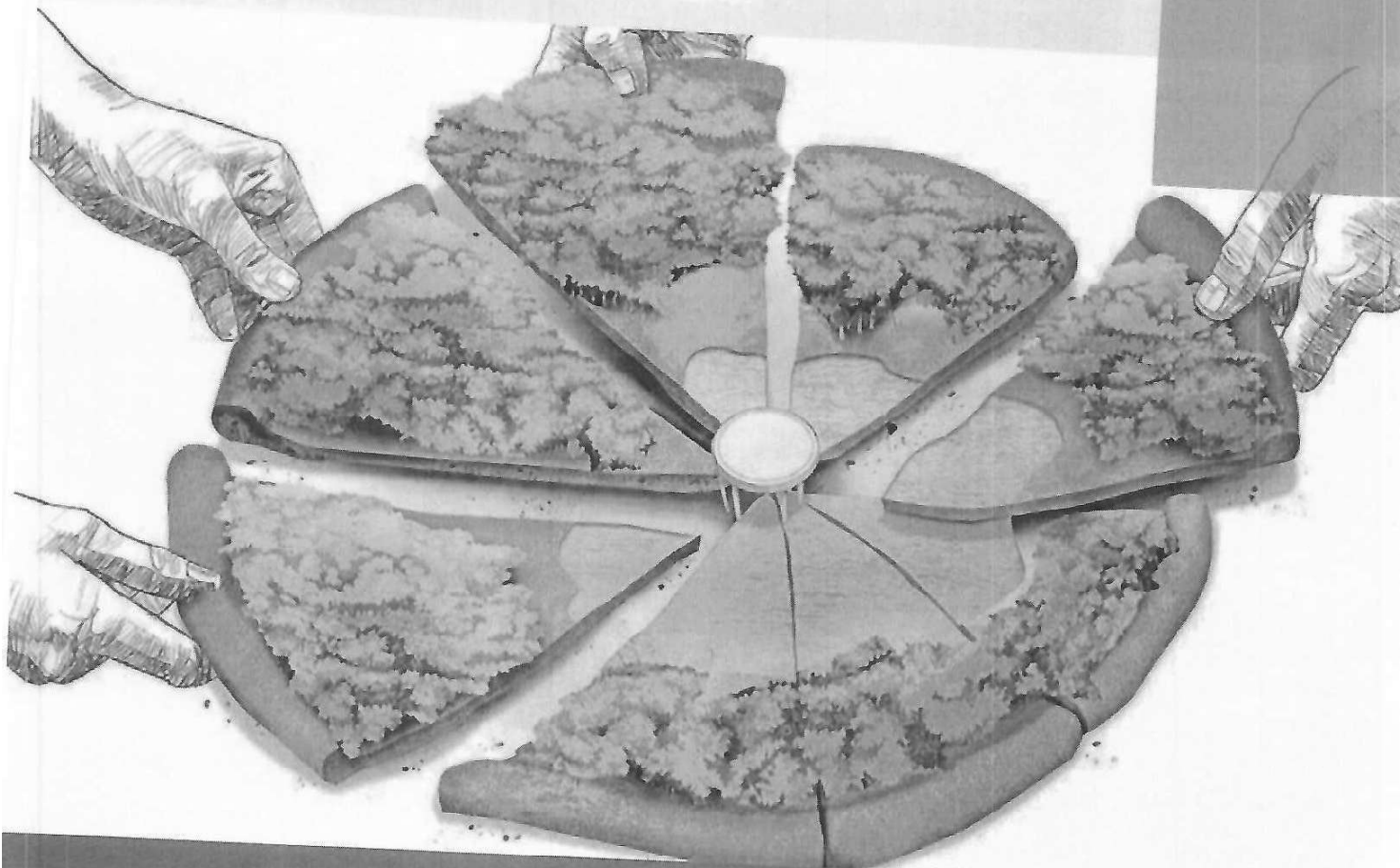
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10. Director Archives, Archaeology and Museums.
11. General Manager, Government Press, Jammu/ Srinagar.
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(Dhirendra Sharma) JKAS

Additional Secretary to the Government



Housing and Urban Development Department
Government of Jammu and Kashmir



2026

JAMMU AND KASHMIR LAND POOLING POLICY '26:

Partnering for Progress

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1 Preface

The Union Territory of Jammu and Kashmir stands at a critical juncture in its developmental trajectory. With a rich historical heritage, diverse cultural landscape, and abundant natural beauty, the region has immense potential for growth and modernization. However, to unlock this potential, there is a pressing need for innovative urban planning and sustainable development strategies that can address the challenges of land fragmentation, inadequate infrastructure, and uneven economic development.

In this context, the introduction of a Land Pooling Policy marks a significant milestone. This policy aims to harness the expertise, resources, and efficiency of private developers to create well-planned, vibrant urban spaces that meet the needs of our growing population. By consolidating fragmented land parcels and ensuring equitable development, the policy seeks to transform the urban landscape of Jammu and Kashmir, fostering economic growth, enhancing the quality of life for residents, and preserving the region's environmental and cultural integrity.

The policy is designed with a vision of inclusive and sustainable development. It emphasizes the importance of collaboration between landowners, private developers, and the government to achieve common goals. By ensuring that landowners receive a fair share of the developed land and benefits, the policy aims to promote widespread participation and mitigate potential conflicts. Additionally, it incorporates robust regulatory frameworks and safeguards to address environmental concerns and ensure that development is in harmony with the region's unique ecological and cultural context.

This draft policy is the result of extensive consultations with stakeholders, including landowners, urban planners, environmentalists, and private developers. It reflects a commitment to transparency, fairness, and inclusivity. We believe that with the right implementation and continuous feedback, this policy can serve as a catalyst for the transformation of Jammu and Kashmir's urban areas into modern, livable, and economically vibrant spaces.

2 Definitions

- i. **Appropriate Government** – means Housing and Urban Development Department, Government of Jammu and Kashmir
- ii. **Consortium** – A group of land owners, who have got together through a legally binding agreement and formed an organization, whether as a registered trust, society or a non-profit company under the appropriate laws in force, with an objective of land pooling
- iii. **Contiguous Areas** – Means an area within the Area of jurisdiction of Development Authority or ULB as notified by the Appropriate Government.
- iv. **Designated Land Pooling Officer** – Means an officer of the Development Authority or ULB as appointed by the Government/Authority.
- v. **Development Organization (DO)** – Means the Development Authority constituted under section 3(1) of the Jammu and Kashmir Development Act, 1970 and any other organization as may be notified by the Appropriate Government.
- vi. **Developer Entity or DE** – Means a duly registered entity (developer/business/corporate entity) having rights, duties and obligations in accordance with law, which represents a group of landowners who have pooled more than one land parcels, through a legally binding agreement, for unified planning, servicing and sub-division/share of the land or any other defined action for development of sectors under the land policy as per prescribed norms and guidelines. The Developer Entity may be in the form of registered trust, society or a non-profit company or any other legal form of organization.
- vii. **Development Purpose** – means and includes planned urban residential, commercial, industrial, institutional and infrastructure development or any other purpose as may be decided by the appropriate government.
- viii. **External Development Charges [EDC]** – means the charges to be paid by Developer Entity towards the cost of constructing, laying and installing the public infrastructure and services, including inter-alia roads, water supply, sewerage and drainage systems, electricity supply, greens etc. at the Zonal/city level infrastructure.
- ix. **Implementation Plan** – means the plan submitted by the Developer Entity, including details of redistribution of developed land/ built space amongst the landowners, or any other form of fair exchange as decided, through a valid agreement in accordance with law. The plan shall also include details of the sub projects, that the DE intends to develop separately, share of EDC that will be paid by respective DE and strategy for watch and ward of organization.
- x. **Internal Development Charges [IDC]** – means the charges to be borne by Developer Entity towards the cost of constructing, laying, and installing the public infrastructure and services, including inter-alia roads, water supply, sewerage and drainage systems, electricity supply, greens etc. at the neighborhood level infrastructure.
- xi. **Land** - means land free from all encumbrances offered for the specified development purpose by landowner and includes land under mortgage with a Bank or a financial institution subject to the condition such Bank or financial institution provides a no objection certificate for offer of the land for the specified development purpose by the landowner.
- xii. **Landowner** - means a landowner recorded as such in the land records willing to offer land under his/her ownership and possession, for the specified development purpose under the provisions of this Policy.

- xiii. **Master Plan** – Means the Master Plan prepared as per the Jammu and Kashmir Development Act 1970
- xiv. **Policy** – Means the Jammu and Kashmir Land Pooling Policy, 2026
- xv. **Pooled Area** – Means 60% of the area in the Contiguous Area that remains with the Consortium.
- xvi. **Service Providing Agencies** – Means the government agencies such as JK-PDDL, PHE, PWD, etc.
- xvii. **Zonal Development Plan** – Means the Zonal Development Plan prepared as per the Jammu and Kashmir Development Act 1970

3 Aim and Objectives of the Policy

The objective of the Jammu and Kashmir Land Pooling Policy, 2026 is to facilitate planned urban development including infrastructure development, by obtaining land through the voluntary participation of landowners, who are interested in becoming partners in the development process.

4 Short Title

This policy may be called 'The Jammu and Kashmir Land Pooling Policy, 2026.'

5 Applicability of Policy

The appropriate Government may by notification publish the applicability of this Policy to any Areas notified under the Jammu and Kashmir Development Act 1970 as it deems fit.

This Policy is applicable to the entire area of jurisdiction of Development Organisation as notified by the appropriate government except;

- i. Land under unauthorized colonies (which are yet to be regularized);
- ii. Lands under litigation including lands under acquisition proceedings, till the case is settled
- iii. Land under forests, grazing areas, natural drains, natural water bodies, heritage sites, flood and irrigation department, railways and airport, etc.
- iv. Such other land parcel which is expressly ordered by the government, as not available for land pooling

6 General Principles

- i. Any Developer Entity with an intention to develop a parcel of land subject to the provision of this policy may also register and express its interest, provided that the Developer Entity has a pool of landowners who have consented to constitute a Consortium as prescribed and render their lands free from all encumbrances to form part of the Land Pooling Scheme.
- ii. The Development organization after notification of the Contiguous Area and as soon as may be 70% of the Contiguous Area land is assumed to be ready for the Land Pool, may exercise the verification of land records from the Revenue Department and shall issue a notification to all the Landowners individually or through the Developer Entity as the case may be, to register their Consortium.

- iii. In each Land Pooling Scheme, the Developer entity/consortium may retain 60% of the Contiguous Area and surrender the remaining 40% to the Development Authority, free from all encumbrances, for development of city level physical infrastructure, recreational and public/semi-public (PSP) facilities as per the Master Plan or Zonal Development Plans.
- iv. The land available to the Developer Entity shall be utilized for development of planned residential, commercial, institutional, and infrastructure development including public and semi-public facilities at neighborhood level as per the applicable land use norms and building byelaws.
- v. The Developer Entity shall mutually or upon already agreed terms and conditions as the case may be, decide a formula for redistribution of developed land/ built up space, or any other form of fair exchange as part of an "Implementation Plan" and convey the same to the Development Authority with the consent of all landowners.
- vi. The 60% of the land, as agreed between the Development organization can also be developed as separate sub-projects by the Developer Entity only after the overall integrated planning has been completed with respect to the Land Pooling Scheme and all due approvals have been obtained.
- vii. External Development Charges [EDC] shall be applicable on the entire Contiguous Area to cover the actual cost of providing city-level infrastructure in the land kept reserved for Development organization, that may be paid and may also be done away with in lieu of further land of value proportionate to the cost of infrastructure as per actuals in addition to administrative charges that may be decided from time to time by the Development organization for the land.
- viii. Internal Development Charges [IDC] shall be applicable on the entire Pooled Area to cover the actual cost of providing neighborhood level infrastructure in the land kept reserved for Consortium, that may be paid as per actuals by the individual landowner distributed proportionately to the area of the reconstituted plot size of each landowner. The same may also be done away with in lieu of further land or Built-up Area proportionate to the cost of infrastructure as per actuals in addition to the fees/charges as agreed between the Consortium and the Developer Entity.

7 Eligibility

The following will be eligible to be a part of this Policy

- i. Land parcels of any size can be brought under pooling, provided they fall in the Areas notified by the Development organization under this Policy. Landowners with any size of land may register and express their interest to participate in Land Pooling in the Policy.
- ii. The land parcels being offered for pooling must be free from all encumbrances and the landowner should have a valid and lawful ownership and physical possession of the land parcel proposed for pooling.
- iii. The Notified Area shall become eligible for Land Pooling as soon as a minimum of 70% of the land within the Contiguous Area has been pooled.
- iv. The land parcels in the Contiguous Areas that may remain un-pooled may be allowed to develop at a later stage subject to:

- a) Workability of the proposed layout plan in terms of accessibility and other functional requirements.
- b) The 40% of the land shall be made available for city level infrastructure and facilities or as determined by the Development organization from time to time of which, land under Right of Ways (RoWs) as notified by the Authority are surrendered to the Authority.
- c) Payment of updated applicable EDC/IDC.

8 Role of Development Authority

- i. Ensure smooth and fair implementation of the Policy.
- ii. Overall planning with respect to Master Plan and Zonal Development Plan and the land to be utilized by the Development Authority and service providing agencies for provision of city level physical infrastructure, recreational and public/semi-public (PSP) facilities.
- iii. Revision of Master Plan and Zonal Development Plans as and when required.
- iv. Fixing and notification of RoWs with their network and alignment in the entire notified area.
- v. Facilitation of the entire process of planning and development by Landowners/Group of Land Owners/ Development Entities through a Single Window System for application, verifications, approvals, etc. in a time bound manner.
- vi. Overall monitoring of provision of relevant infrastructure for water supply, sewerage, drainage, power, transportation, etc., by service providing agencies in a time bound manner.
- vii. Acquisition of any land, which has not been offered under this policy and is required for effectuating the policy in the Contiguous Area, in accordance with law. The cost of such acquisition shall be borne by the Landowners/Group of Landowners/Developer Entities.
- viii. Ensuring sale of EWS housing stock handed over by the Landowners/Group of Landowners/ Development Entities as per Policy.
- ix. Setting up and operation of a robust and credible dispute resolution mechanism to address grievances/disputes that may arise during the implementation of the Policy.

9 Eligibility and the Role of a Developer Entity

- i. The Developer Entity intending to undertake a Land Pooling Scheme shall obtain a License from the Development Authority to formulate and implement a Land Pooling Scheme as per the Policy only after a notification is issued by the Development Authority specifying the Contiguous Area.
- ii. The Developer Entity shall be registered promoter with JK RERA.
- iii. The Developer Entity shall arrange to aggregate the land as specified in the notification through consent of the landowners in a specified agreement on Rs.10 Non-Judicial Stamp Paper.
- iv. The Developer Entity shall facilitate formation of the Consortium as per the requirements of this policy.

- v. The Developer Entity shall make the Land Pooling Scheme [Layout Plan] in accordance with the Master Plan or the Zonal Development Plan duly specifying the land reserved for the Development Authority containing but not limited to the following;
 - a. Revenue records of the land falling under the Land pooling scheme
 - b. Proposed Land use of the Land Pooling Scheme.
 - c. Location, numbering and area in sq.m., ownership of the proposed reconstituted land parcels.
 - d. Proposed Built up area to be distributed among owners and retained by the Developer Entity
 - e. Proposed infrastructure facilities in the Land Pooling Scheme
 - f. Proposed Implementation Plan of the Area with the Consortium along with phasing or time frame
 - g. Break Up of the total cost of infrastructure development in the area left with the Consortium.
 - h. All the base documents including but not limited to affidavits of consent forms gathered from the owners of lands.
- vi. The Developer Entity shall obtain all the necessary approvals required for the formulation and implementation of the scheme.
- vii. The Developer Entity to facilitate deregister and reregister of the original land parcels and newly reconstituted land parcels respectively with the revenue department and submit the ledger duly authenticated by the Revenue Department to the Development Authority.
- viii. EWS shall be provided as per Master Plan provisions.
- ix. If the Developer Entity wishes to construct the public infrastructure, it may submit plans and drawings for the approval to the Development Authority, who may consider the same and provide TDR and/or compensate in any other way, as may be mutually agreed between them.

10 Process of Land Pooling

Subject to the other provisions of this Policy land pooling process shall be governed by the following guidelines;

- i. Upon Notification of the Contiguous Area by the Development Authority, the landowners may be notified to form a Consortium for the purpose of this Policy within 60 days which may be extended by the Development Authority, if they so deem it necessary, for further period not exceeding 30 days.
- ii. The Consortium either by itself or through the Developer Entity shall propose the Land Pooling Scheme and get it approved from the Development Organisation.
- iii. Each landowner will surrender land as per their mutual Agreement and Registered Deed, free of encumbrances required for city level services and city level infrastructure in a sector, as per the

approved network of RoWs in the notified area, irrespective of land uses assigned to their original land in the Master Plan.

- iv. Development Authority and the Service Providing Agencies will develop city level physical infrastructure, recreational and public/semi-public (PSP) facilities on 40% of the pooled land, as agreed on payment of EDC charges or in further lieu of land by the Developer Entity on the total pooled land.
- v. The remaining land shall be utilized and developed by the Developer Entity as per the provisions of Master Plan or Zonal Development Plan.
- vi. The land that would be returned to the individual landowners will be in proportion to the land pooled by each land owner, however the same shall be done as follows:
 - a. Individual Landowner shall be entitled to the reconstituted plots based on the previously agreed terms and conditions.
 - b. The Developer Entity shall get a TDR on unused FAR, if it wishes to sell it in Receiving Areas as defined in the Master Plan.

11 Grievance Redressal Mechanism

A two-stage Grievance Redressal Mechanism shall be in place to resolve all disputes and anomalies emerging from the implementation of the Policy.

First stage Grievances Redressal Committee headed by the Designated Land Pooling Officer with the Development Authority, consisting of such members as may be decided by the Development Authority. The committee will dispose of the grievance within 30 days of receipt of grievance.

If any Landowner/Group of Landowners/Developer Entity is aggrieved by the decision of the first stage Grievance Redressal Committee, the same may be represented before the Second Grievances Redressal Committee within 30 days. This Committee will be headed by the Vice Chairman/CEO of the Development Authority and such other members as may be decided by the appropriate government.

12 Planning Norms

The Land Pooling Scheme shall be formulated and implemented as per the provisions of the Master Plan and Zonal Development Plans and Building Bye Laws and only upon notification of such Contiguous Areas by the Development Authority.

13 Online Process for Land Pooling Schemes

The Government of Jammu and Kashmir intends to make the complete process online, to enable efficiency and transparency in the entire process. All the data/permissions/approvals, etc., related to Land Pooling Schemes shall be created, stored and conveyed in digital format only through an application to be developed exclusively for the purpose. However, during the intervening time in which such online process gets ready for use, the applications may be accepted and processed manually, subject to condition that the same shall be integrated with the online system as and when it is functional.

14 Time Frame for Completion of the Scheme

As soon as may be the Development Authority deems fit upon completion of the scheme, it shall notify through publication in the official gazette.

Any Land Pooling Scheme may be completed in phases however, the cumulative time frame may not be extended beyond 5 years from the date of formation of the Consortium.

S. No.	Activity	Time Frame
1.	Formation of Consortium	60 days extended up to further 30 days
2.	Submission of Land Pooling Scheme to the Development Authority for Approval by the Developer Entity/Consortium, with clear provisions for funding both by the Developer entity and also Development authority for development	6 Months from the date of formation of Consortium
3.	Handing over of possession of Pooled Land parcels to the Developer Entity	6 months from the date of approval from the Development Authority
4.	Handing over of possession of 40% land of the Contiguous Area	Immediately on the approval of scheme by the Development authority
5.	Creation of infrastructure and Built up area as per agreed terms and conditions both by the Developer entity and also Development authority	3 years from the date of handing over of possession of the Pooled land to the Developer Entity
6.	Handing over of possession back to the legit owners of the reconstituted plots	Within 3months from the end of 3 years of creation of infrastructure period.

15 Operation and Maintenance

Operation and Maintenance of the area developed under Land Pooling scheme shall be responsibility of the Developer Entity or the Consortium. The O&M of public amenities shall also be the responsibility of the DE or Consortium, for which requisite provisions in the agreement and scheme needs to be built.

The task of maintenance of the public infrastructure, which includes roads, footpaths, cycle tracks, trees within RoW, water supply lines, sewerage, lighting/electricity, gas lines, or any other public infrastructure created shall be the responsibility of the Development Authority or the Urban Local Body as the case may be.